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## Justice Assistance News

### Delinquent Behavior Spawned By 'Traditions Of Crime'

The key factor in preventing juvenile delinquency is to get families, schools, peer groups, youth gangs, local officials, and social organizations involved in providing healthier social development opportunities for young people, according to two reports published by the National Institute for Juvenile Justice and Delinquency Prevention.

"It is logically impossible to attack the persisting causes of delinquency by treating individuals whose behavior is the outcome of those causes," said one of the reports, "The Prevention of Serious Delinquency: What to Do?"

Much of the nation's serious delinquency, it added, can be found in those parts of U.S. cities where land-use policies created slums and where traditions of crime were generated by immigrants, the unemployed, and the dispossessed, who were attracted by the social support of others like themselves or by nearby job opportunities or who were forced there by low rents or racial discrimination.

"The cultural transmission of criminal values and behavior patterns keeps the delinquency rate high and stable and preserves the area's cultural disorganization," it said. "The process, then, continues in a vicious circle."

#### Criminal Behavior Learned

"In essence," it commented, "an individual learns criminal behavior, particularly within social groups or social

areas where there is a culture conflict or inconsistency surrounding the violation of the law."

If the social process of making a youngster moral has been interrupted by uncaring or poorly trained parents, inadequate school performance, job failure, unemployment or discrimination, the child is more at risk and is more

likely to be influenced by similar youths who provide the support, rewards and reinforcements that the conventional world withholds, the report pointed out.

A juvenile delinquent, it said, learns criminal behavior, which he accepts as normal, in local communities or social

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Much of the nation's serious delinquency occurs in city ghetto areas with traditions of crime, the study said.

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### Justice Assistance News

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## Undercover Operations: Essential To Combat Public Corruption

The following is excerpted from an address by Attorney General William French Smith at a public forum sponsored by the Association of the Bar of the City of New York.

I would like to outline my views on a law enforcement issue of substantial importance and current interest—the use of undercover operations to investigate especially secretive crimes, including public corruption. Although undercover operations have evoked greater public attention recently, they have for years been a staple of law enforcement efforts against the most pernicious of crimes. The judicious use of undercover techniques has often been the only way to detect and deter the secretive activity that characterizes certain kinds of very serious crime, like public corruption.

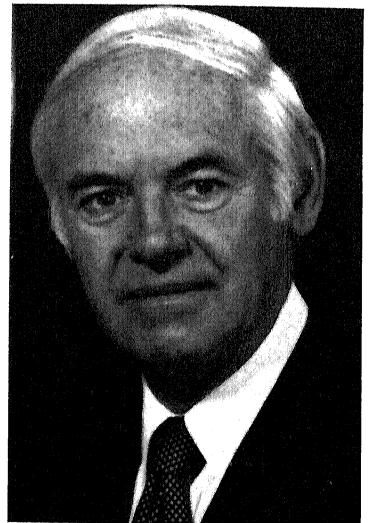
In the nearly three quarters of a century since the creation of the Bureau of Investigation, federal law enforcement has compiled an impressive record of effective investigations and enforcement. It is only during the last decade—and especially the last six years—however, that federal resources have been concentrated and effectively employed to fight the most secretive of crimes like public corruption. The key to that effort has largely been the refinement of undercover techniques.

To assess the need for undercover techniques, we must first gauge the magnitude of the evil we seek to combat. Drug trafficking, organized crime, white-collar crime, and public corruption are all serious threats to our society. They occur beneath the surface of society and employ every imaginable device to remain hidden from public view. There usually is little incentive for the victims of these crimes to report their occurrence. Only active, undercover law enforcement can penetrate that veil of secrecy.

In recent years, the Department of Justice has dramatically altered its enforcement program and its priorities to seek out this type of crime. Late in 1975, the Attorney General's Committee on White-Collar Crime was established. The Committee recommended an increased and improved effort—including a less reactive approach to ferret out violations. In January 1976, the Department organized a new Public Integrity Section in its Criminal Division. In early 1977, many of the recommendations of the White-Collar Crime Committee were implemented. In 1978 the FBI set up its Criminal Undercover Operations Review Committee, and specific written Guidelines on Undercover Operations were issued by the Justice Department just 18 months ago.

Much of this process was a response to growing public concern—and the public concern was fully expressed in the United States Congress. In the mid-1970s the Subcommittee on Civil and Constitutional Rights of the House Judiciary Committee itself began to urge an enhanced effort against more sophisticated kinds of crime.

Under Attorney General Edward Levi and Deputy Attorney General Harold Tyler, and later under Attorneys General Griffin Bell and Benjamin Civiletti—and under FBI Directors Clarence Kelly and William Webster—the FBI has demonstrated its willingness and its ability to conduct the necessary kinds of undercover investigations. The strides have been monumental. For example, following a lengthy undercover investigation, the FBI recently apprehended the leaders of what appears to be a large and sophisticated Japanese commercial espionage ring attempting to pirate American computer technology. In the last two fiscal years, using less than 1



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# BJS Announces Five-Year Program Plan

The Bureau of Justice Statistics has unveiled its long-range plans for the agency, saying the collection, analysis, and distribution of criminal justice data among law enforcement professionals is one of its top priorities.

"As the national repository for statistical information dealing with crime and the administration of justice, this Bureau is attempting to provide an objective, independent, and competent source of policy-relevant data," said Benjamin H. Renshaw, III, acting BJS director.

The underlying goal of all programs supported by BJS is to provide useful data to the Executive Branch, Congress, and criminal justice and academic communities, he said.

Mr. Renshaw described the goals, objectives, and program areas BJS will concentrate on through 1986 in the "Bureau of Justice Statistics Five-Year Program Plan."

## Evaluate Crime Survey

One long-term effort planned by the Bureau is to evaluate its National Crime Survey on the incidence and characteristics of criminal victimization in the United States.

The Bureau also plans to initiate a special series of statistical reports on federal data, while continuing the BJS Bulletin series which presents statistical information on criminal justice matters on a monthly basis.

A new publication, "Report to the Nation on Crime and Justice—The Data," is intended to provide a continuing overview of criminal justice activity and to increase public awareness of the complexities and problems in the criminal justice system.

## Upgrade UCR

BJS also plans to improve its techniques for the collection and analysis of data at the state and national levels. For example, it is continuing its work with the FBI to evaluate and upgrade the Uniform Crime Reports (UCR) program. A new program will develop and analyze data tracking the movement of cases and offenders through the federal justice system. Another program will develop and implement innovative techniques for the collection and analysis of data relating to areas of priority federal concern, such as white-collar crime,

public fraud, and high technology crime.

Other objectives announced by BJS include:

—Develop and refine a statistical series on court and adjudicatory activities of state and local government.

—Manage the adult and juvenile correctional statistics program, including annual collection, analysis, and publication of statistics on prison, jail, probation, and parole populations and the periodic censuses of prisons, jails, and juvenile detention facilities and surveys of prisoners, jail inmates, and juvenile detainees.

—Establish a comprehensive series describing the organization, resources, and financing of state and local criminal

justice agencies.

—Design, prepare, and disseminate briefing materials dealing with crime and the administration of justice for the National Indicators System program which was developed to inform the President and key White House staff members of the extent and impact of crime in the nation.

BJS also will continue its efforts to ensure the confidentiality of criminal history records and establish policies affecting the security, accuracy, and interstate exchange of criminal justice information.

To obtain a free copy of the plan, contact the National Criminal Justice Reference Service, Box 6000, Rockville, Md. 20850, 301/251-5500. ■

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### 'McGruff' Hits The Slopes!

McGruff, the crime dog, is joining forces with the National Association of Ski Shops (NASS) to take a bite out of crime on the ski slopes. To combat the theft of expensive ski equipment—with losses totaling an estimated \$15 million each year—NASS is registering skiers and the serial numbers of their equipment. Skiers are given a registration card featuring McGruff and a hotline telephone number to contact to report stolen equipment. NASS then sends ski shop operators a computerized listing of the serial numbers of stolen equipment which can be matched to the numbers on equipment brought in for service or repair. Further information about the program is available from NASS, P.O. Box C-4, Mammoth Lakes, Calif. 93546, 714/934-7600.

## Views In The News

**CATCHING COMPUTER CROOKS:** "Computer crime is already an international problem of formidable dimensions and is expected to increase with the growth of electronic data processing. The question is whether legal and technological means of combating it can at least stay apace of the problem . . .

"Prevention of electronic crime can be difficult because perpetration is often easy. A clerk discovers he can print extra copies of his paycheck just by hitting the repeat button on a computer and—bingo!—he begins sending himself several checks a week. Embezzling by computer is so common that the FBI now runs a special training program on data processing for its agents . . .

"Some computer systems lack virtually any security. Others can be easily and remotely invaded simply by knowing a 'secret' telephone number and having access to a terminal . . .

"There is an industry devoted to making computer systems secure, but there is a limit to what even the most ingenious countermeasure can do . . .

"A coordinated effort at local, state and national levels is needed to prevent computer abuse and to punish offenders. As the paperless, totally wired society of the future moves from science fiction toward reality, high-tech crooks are bound to proliferate. And they won't be easy to outwit."—*Editorial, The Chicago Tribune.*

## Delinquent Behavior Learned, Study Says

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groups where violent conduct is tolerated or encouraged.

The report and the companion volume, "Preventing Delinquency," and a 30-minute movie, "Preventing Delinquency—The Social Development Approach," were prepared for the National Institute—which is a part of the Office of Juvenile Justice and Delinquency Prevention—by the University of Washington's Center for Law and Justice in Seattle. The reports were written by Joseph G. Weis, John Sederstrom, and J. David Hawkins.

"Preventing Delinquency" stated that more than 40 percent of all arrests for murder, forcible rape, robbery, aggravated assault, burglary, larceny, and motor vehicle theft are of youths less than 18 years old.

### More Youths Arrested

Between 1970 and 1977, it said, the adult arrest rate for these crimes increased by 21 percent and the juvenile rate by 22 percent, but the arrest rate for youths remained about 65 percent greater than that for adults. During the same period of time juvenile court referrals increased by 36 percent, while adult prosecutions increased by 9 percent.

Both reports emphasized the crucial impact on children of the community's socializing institutions, that is, family, school, peers, coworkers and friends, among others.

### Pilot Projects

The Office of Juvenile Justice and Delinquency Prevention has implemented a research and development project based on the recommendations in six school-based programs in Reading, Pennsylvania; Bangor, Maine; Waterbury, Connecticut; Delray Beach, Florida; Paterson, New Jersey; and New York City as well as in a more comprehensive, long-term project in Seattle.

Individual copies of both reports may be obtained from the Juvenile Justice Clearinghouse, National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850, telephone: 301-251-5500 or 800-638-8736.

The 16mm film is available from the National Criminal Justice Reference Service Audio-Visual Program for a rental fee of \$25.



## 1981 Probation, Parole Population Surveyed

There were 1,445,800 adults on probation or parole in the United States at the end of last year, the Bureau of Justice Statistics has announced. Some 1,222,000 were on probation and 223,800 on parole, it said.

The bureau said that at the same time there were 352,500 people in state and federal prisons and about 156,800 people in jails. Thus, 74 percent of persons under correctional authority were being supervised in the community.

The total of 1,955,100 persons in jail, prison, parole, or probation did not include parolees under county jurisdiction, juveniles, or persons incarcerated in mental health institutions in lieu of prison, the bureau said in its bulletin, "Probation and Parole 1981."

### Parole, Probation Increased

The parole population includes all adults under federal or state parole supervision, whether released from prison as the result of parole board decisions or the result of mandatory releases.

The probation population includes all adults who, as a part of a federal, state, or local court order, have been placed under the supervisory authority of a probation agency.

The prison population includes all inmates of federal and state institutions sentenced to more than one year.

The jail population includes both convicted and unconvicted adults held in locally operated jails. (The figure is for February 1978, the most current avail-

able. Jail populations are expensive and difficult to obtain on a national basis because of the large number of jails and the lack of uniform reporting requirements.)

The probation population is divided evenly between felons and misdemeanants, the bulletin said.

During 1981 the probation population rose by 9 percent and the parole population by less than 2 percent, the bulletin said.

### Probation Practices Vary

The bulletin said there is a wide variation in state probation practices. In some states, probation is permitted only with thoroughgoing supervision. In others, it functions simply as a suspended sentence.

Many probation agencies provide liaison functions between the courts and various social service agencies, the bulletin said. For example, in many states probation offices monitor how well offenders comply with court-ordered conditions, such as attendance at drug rehabilitation centers, drunk driving schools, or family counseling sessions as well as the payment of fines, restitution, or child support. Some states count persons monitored in this manner, but some do not. In other states such monitoring is not done by probation agencies.

Single copies of the bulletin may be obtained free from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850 or by calling 301-251-5500. ■

## Number Of State, Federal Prisoners Up In 1st Quarter

The number of state and federal prisoners rose by 15,345 during the first quarter of 1982 to reach a record 384,316, the Bureau of Justice Statistics has announced.

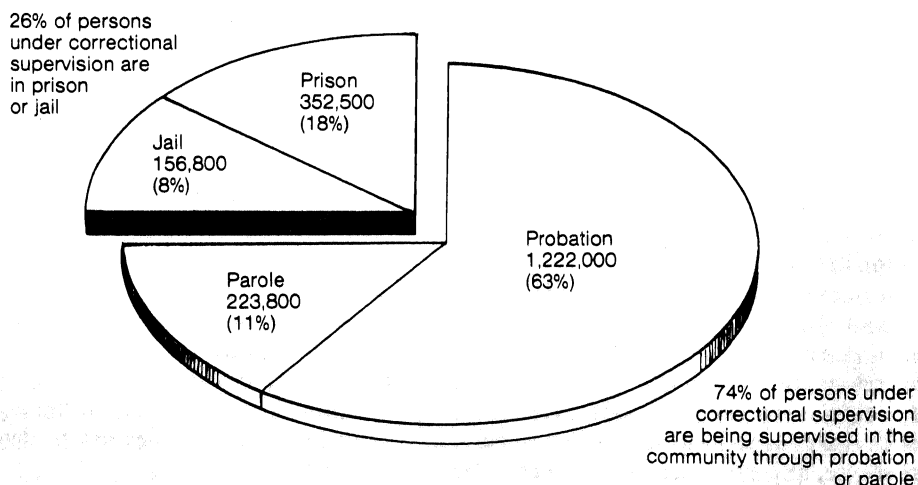
The bureau said there was a 13.7 percent increase in prisoners during the 12-month period ending March 31, 1982. During 1981, the annual rate was 12.1 percent.

The first quarter increase for states (15,049 or 4.4 percent) represents an increase at an annual rate of more than 18 percent, the bureau said. The number of women in prison grew at almost twice the rate of men during the first quarter, but women comprised only 4 percent of the total prison population.

The number of federal prisoners last February 28 (the latest available figures) was 28,429. The number of prisoners rose in all states except Minnesota and Illinois. Alaska, Georgia, Mississippi, Nevada, New Hampshire, West Virginia, and Wyoming posted increases of 8 percent or more in the last quarter and a 20 percent increase in the preceding 12 months.

The four states with the largest prison populations—Texas (33,297), California (30,402), New York (26,372), and Florida (24,578)—held 30 percent of the national total. ■

Adults under correctional supervision, yearend 1981



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# GRANTS

## OJARS

- \$559,500 to the **Commission on Accreditation for Law Enforcement Agencies, Inc.**, Manassas, Virginia, to complete the development of national standards for measuring the efficiency and professionalism of law enforcement agencies in cooperation with the International Association of Chiefs of Police, National Sheriffs' Association, National Organization of Black Law Enforcement Executives, and the Police Executive Research Forum.

## OJJDP

- \$179,980 to the **National College of District Attorneys** at the University of Houston Law Center to develop a youth prosecution training curriculum and conduct seminars.

The courses will give prosecutors who work primarily in juvenile courts training in priority prosecution of serious and violent juvenile offenders, including evidence presentation and the confidentiality of juvenile records. The courses will be designed to show prosecutors how to handle young offenders more effectively, expeditiously, and fairly.

- \$279,289 to the **University of Southern California's Social Science Research Institute** to study the subsequent criminal careers of 7,100 juvenile offenders who were petitioned to the Los Angeles County Juvenile Court during an 18-month period 30 years ago. The study will compare those youths who continued in careers of violent crime with those who did not.

- \$204,992 to the **National Council of Juvenile and Family Court Judges**, Reno, Nevada, to develop new courses and provide training on dealing with serious and violent juvenile offenders. The new curricula will help juvenile and family court judges become more familiar with practical programs for treating young delinquents and reintegrating them into the community. ■

# Undercover Operations Essential

(continued from page 2)

percent of its total budget, the FBI's undercover operations have netted illicit funds and property of over \$109 million. In just those two recent years, arrests arising from FBI undercover operations alone have totaled more than 2,700—and resulted in nearly 1,100 convictions.

The message is clear. Every corrupt public official, drug trafficker, or organized crime figure should recognize that he is not beyond reach of the law.

In the course of our increased efforts against these kinds of carefully concealed crime and corruption, the Department of Justice quickly learned what must now be regarded as a fundamental tenet. An enforcement program can never succeed without the effective use of undercover investigations.

By their very nature, these are clandestine crimes. Payment of a bribe is not a public event. Neither the person who pays nor the person who takes a bribe heralds that fact from the roof tops. The person who pays, even if regarded as a victim, typically makes no report to the authorities.

In most cases, there is only one way for law enforcement to apprehend such criminals and to deter such crimes. It must interject its agents into the midst of corrupt transactions. It must feign the role of corrupt participant. In short, it must go undercover. If it does not, we as a society, as taxpayers, as persons with respect for law, can do nothing but tolerate this particularly pernicious and costly form of crime. And, to go further, our undercover techniques—although they must be judicious and they must be controlled—must also be innovative. Otherwise, we must settle for apprehending only those at the lower levels of corruption. Our techniques must be as sophisticated as those we want to catch.

Of course, undercover operations present certain dangers. The techniques are sensitive and by definition involve subterfuge. There is a potential for mischief, for undue invasion of privacy, for illegal activity committed by law enforcement agents themselves. Although exceedingly unlikely, every potential injustice must be considered and minimized. For that reason, the Department of Justice and the FBI have built controls into the system.

Undercover operations must be approved by a separate Review Committee made up of FBI specialists, members of the FBI's Division of Legal Counsel, and Department of Justice officials. The Committee reviews the propriety and legality of every operation involving any "sensitive issue" before it is begun. It reviews the continuation of every operation beyond six months—and monitors most investigations with even greater frequency.

All undercover operations are now conducted under written guidelines that reflect the experience and insights gained by the FBI and Department of Justice. These guidelines incorporate numerous safeguards beyond those necessary to comply with the law. No invitation to engage in an illegal activity may be offered unless:

- the corrupt nature of the activity is reasonably clear to the target;
- there are reasonable indications the operation will reveal illegal activity; and
- the character of the illegal transaction justifies the inducements offered.

In addition, the authorization of the FBI Director is necessary before any inducement may be offered to someone absent a reasonable indication that the person already has engaged or is engaging in the illegal activity being investigated. The guidelines, which also cover the other kinds of activities necessary in undercover operations, are themselves reviewed against those lessons learned from on-going investigations.

Although these guidelines had not formally been issued when the Abscam investigations were begun, the legality of the practices employed have been substantially demonstrated in the courts.

In a democracy, it is essential for the public to have confidence in the integrity of influential and powerful institutions—especially governmental institutions. And it is the effectiveness of federal law enforcement in uncovering public corruption that reassures the public in their belief in the high integrity of the overwhelming majority of their government officials. Nothing would do more to undermine public confidence than for federal law enforcement to be denied the means necessary to detect, prosecute, and deter crimes committed by the powerful. ■

# Negotiation Can Resolve Police-Community Conflict

Negotiation, not confrontation, holds the answer for many problems that cause police and minority groups to oppose one another rather than work as allies, according to a new booklet on police use of deadly force released by the Community Relations Service (CRS) of the U.S. Department of Justice.

"Both groups can learn and profit by listening to one another," CRS Director Gilbert G. Pompa said in releasing *Police Use of Deadly Force: A Conciliation Handbook for Citizens and the Police*.

The handbook says the most effective way to reduce police-citizen conflict over the force issue is for each side to make a concerted effort to understand the other's concerns and

to act wherever possible to remove sources of friction in the relationship.

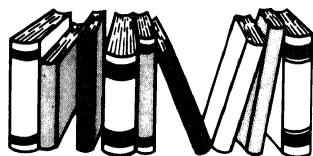
The publication also discusses police-community relations programs, police response to demonstrations and civil disorders, psychological testing of officers, and civilian review boards.

"Not all police shootings are justified, and improved policies and training can reduce the number of fatalities and the community disruptions that follow," Mr. Pompa said. "On the other hand, if the minority community had a better understanding of the police officer's role and the reasons for certain policies and proceedings, citizen cooperation and police protection would both improve."

The booklet contains a number of recommendations concerning a department's firearms policy, the procedure for handling citizens' complaints, and the recruiting and training of officers.

The handbook is another step in an effort CRS began over two years ago in response to increasing incidents in communities involving police use of force. The agency's 1981 caseload figures show a 26 percent increase in requests for assistance over the preceding year.

Single free copies of the handbook may be obtained from the Community Relations Service, U.S. Department of Justice, Washington, D.C. 20530. ■



## Publications



**Sentencing Reform: A Review and Bibliography**, by J. L. Miller, Marilyn McCoy Roberts, and Charlotte A. Carter, published by the National Center for State Courts. The cost is \$12.00 and the order number is R0061. To order, write: Publications Coordinator, National Center for State Courts, 300 Newport Ave., Williamsburg, Va. 23185.

**The Impact of Employment Programs on Offenders, Addicts, and Problem Youth: Implications from Supported Work**, by Irving Piliavin and Stanley Masters, published by the Institute for Research on Poverty. The cost is \$3.50 and the order number is 665-81. To order, write: Institute for Research on Poverty, 3412 Social Science Bldg., University of Wisconsin-Madison, Madison, Wisc. 53706.

**Standards for Residential Centers for Children**, published by the Child Welfare League of America. The cost is \$12.50 and the order number is I-37. To order, write: Child Welfare League of America, Inc., 67 Irving Place, New York, N.Y. 10003.

**Justice for Young Women: Close-up on Critical Issues**, Sue Davidson, editor, published by the National Female Advocacy Project of New Directions for Young Women. The cost is \$5.00. To order, write: New Directions for Young Women, 376 South Stone Ave., Tucson, Ariz. 85701.

**Digital Communications Techniques and Equipment for Law Enforcement Use**, published by the Department of Commerce's National Bureau of Standards for the National Institute of Justice. The cost is \$10.50 and the order number is 82-195496. To order, write: National Technical Information Service, Springfield, Va. 22161.

**Juvenile Justice Publications of the U.S. Department of Justice: A Comprehensive Bibliography**, compiled by Richard S. Rosenthal and Jacqueline J. Smith for OJJDP's National Institute for Juvenile Justice and Delinquency Prevention. To order a free copy, write: National Criminal Justice Reference Service, Box 6000, Rockville, Md. 20850.

**Annual Programs Plan for Fiscal Year 1983**, published by the National Institute of Corrections. To order, contact: Nancy Sabanosh, National Institute of Corrections, 320 First St., N.W., Washington, D.C. 20534, 202/724-3106.

**Mentally Retarded Offenders: A Handbook for Criminal Justice Personnel**, published by the Federation for Community Planning. The cost is \$7.95. To order, write: Marcie Goodman, Federation for Community Planning, 1001 Huron Rd., Cleveland, Ohio 44115.

**The Public Inebriate: Overview and Alternatives to Jail**, a compilation of proceedings and findings from the First National Conference on the Public Inebriate sponsored by the National Coalition for Jail Reform, National Association of State Alcohol and Drug Abuse Directors, and National Council on Alcoholism, Inc. The cost is \$5.00. To order, write: Wisconsin Clearinghouse, 1954 E. Washington Ave., Madison, Wisc. 53704. ■

# Study Finds Little Relationship Between

It is very difficult, except in cases of youth who have long histories of chronic involvement in delinquency, to predict from juvenile misbehavior those who will go on to become adult criminals, according to a new study, "Assessing the Relationship of Adult Criminal Careers to Juvenile Careers."

The six-year study said there is obviously some relationship between juvenile delinquency and adult criminality, but that many thousands of persons who have no police contacts at all before they are 18 years old go on to become adult criminals and that many thousands of persons who have five or more police contacts as juveniles go on to become law-abiding citizens.

The 964-page report said the juvenile justice system, as it now works, frequently is ineffective in deterring teenagers from continued misbehavior. It said that the imposition of sanctions and the intervention of social workers and social programs with a delinquent juvenile is often counterproductive.

The study said it found "with considerable regularity" an increase in frequency and seriousness of misbehavior in the periods immediately after sanctions had been imposed on a juvenile male. This increase in seriousness of misbehavior was not true for females—whose conduct remained at about the same level.

The study also found that when law-abiding adults who had been juvenile delinquents were asked why they had changed their behavior, they very seldom said it was because of fear of the police or being arrested. They usually said they had just reappraised their own behavior as they had grown older, had their own self-concept, and at they had thought fun as no longer appropriate behavior.

## Groups Studied

The study was carried out between 1964 and 1970 by Lyle W. Shannon, director of the Iowa Urban Community Center at the University of Iowa City. The Office of Juvenile Delinquency Prevention contributed \$360,000 for the study. The Fleischman Foundation and the University of Iowa also provided

The research was conducted in Racine, Wisconsin, a city of 100,000 that Mr. Shannon describes as a "microcosm" of the United States. The delinquent and criminal careers of three groups of persons—totalling 6,127—were followed. One group was born in 1942 and their contacts with law enforcement were traced from age six through 32.

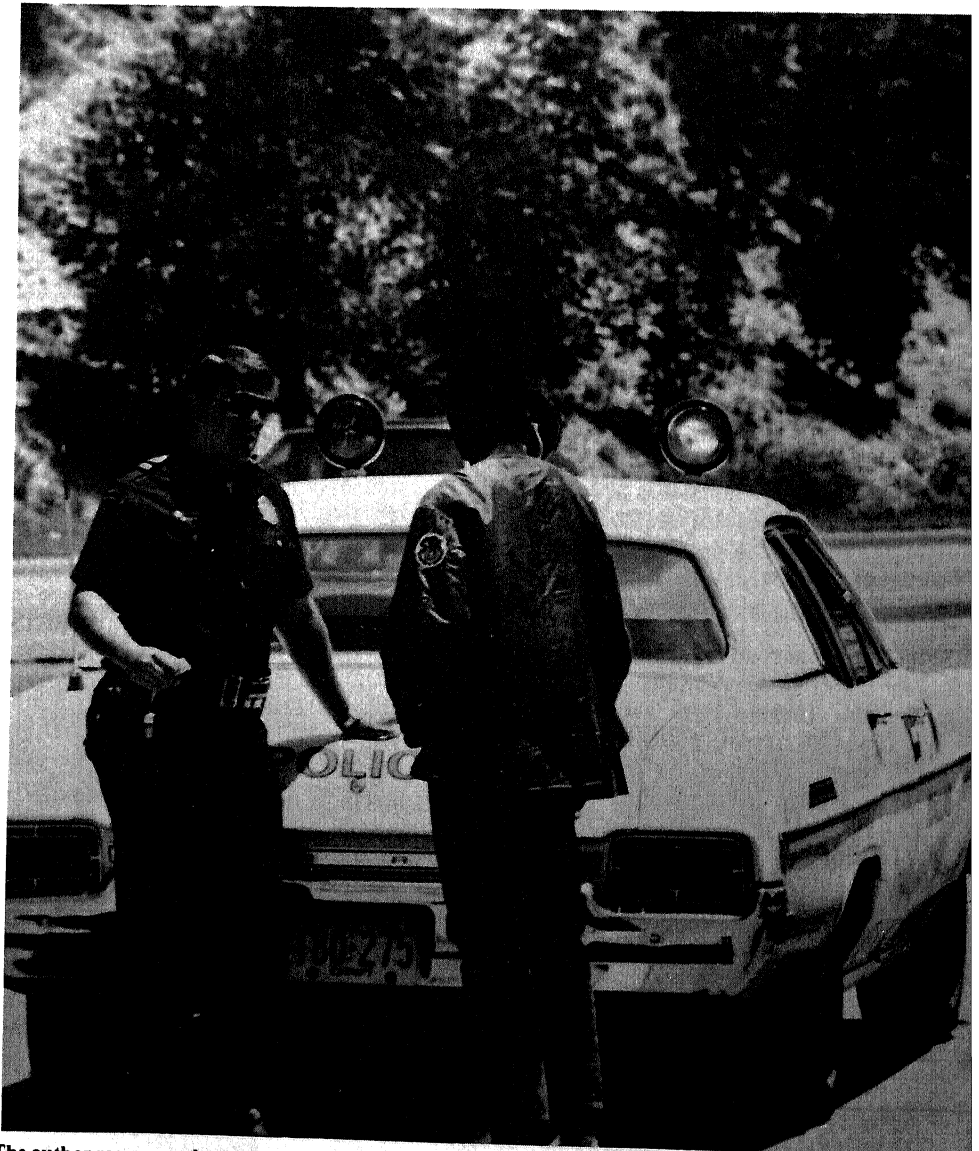
A second group was born in 1949 and their police contacts were traced from age six through 25. The third group was born in 1949 and traced from age six through 21.

In an executive summary to the study, Mr. Shannon wrote: "Much of the concern about juvenile delinquency has

been based on the premise that it leads to adult crime. Although a variety of analytical techniques and measures of continuity and seriousness of careers have been generated and concluded that there is some relationship between juvenile delinquency and adult criminality, the relationship is not sufficient to permit prediction from juvenile misbehavior of who will become adult criminals.

## Seriousness Declines

"Furthermore, to the extent that a relationship exists, it may be explained by the operation of the juvenile and adult justice systems as well as by continuities in the behavior of juveniles."



The author recommends counseling and release by police rather than arrest and referral to court because, he s



# Juvenile Delinquency And Adult Criminality

Mr. Shannon said the most prevalent pattern of delinquent behavior is one of declining seriousness and discontinuation after the teen-age period.

"The few who continue to have police contacts with an increase in seriousness (and finally a decline) are those who become well known to the adult justice system and thus create the impression of continuity and increasing seriousness in delinquent criminal careers," he said. "It is this relatively small group of 'hard core' continuers on whom attention should be focused by the juvenile and adult justice systems."

Mr. Shannon said only in the inner-city or ghetto area of Racine was there anything approaching strong evidence

for a continuity of relationships between juvenile and adult criminal careers, and even there it would have been extremely difficult to tag correctly individual juveniles as probable future adult criminals.

For the group born in 1942, of the 11.7 percent who lived in the inner-city and its immediate environs and had continuous police contacts up to age 18, 53.3 percent had high seriousness scores after 18.

Mr. Shannon said that no other area and no other continuity type was near these high seriousness scores after 18. He said findings were similar for the groups born in 1949 and 1955.

"There are certain categories of persons who have a high probability of having serious careers that include felonies, but there is also a high degree of dispersion in that people scattered throughout the community who either had no juvenile record or only had intermittent (police) contacts for minor offenses ultimately are charged with serious offenses by law enforcement agencies," he said. "Because they do not have extensive records as juveniles, there is no basis for predicting their later criminal behavior. Knowing that a high percent of those from a high risk group will have serious offenses as adults is not the same as predicting who in a total cohort will have serious offenses as an adult."

## Patterns Contradictory

Mr. Shannon said that when official police records were combined with personal interviews with many of the persons in the 1942 and 1949 cohorts, well over 90 percent of each group's males had engaged in youthful misbehavior, followed by 65 to 70 percent of the females. Of those who had been stopped by the police or done things for which they could have been caught but were not, only 5.3 percent of the 1942 group and 8.1 percent of the 1949 group had a felony-level police contact after age 18. The study said that less than 8 percent of the people interviewed said they stopped their misbehavior because of fear of getting caught.

Pointing up the inherent contradictions in behavior patterns, the research showed that of the 6,127 cases reviewed, 5 percent of the people interviewed who

had no police contacts at all before age 18 wound up having five or more police contacts after becoming adults at age 18. However, of the individuals who had five or more police contacts before age 18, 65 percent had five or more police contacts after 18.

## 13-Year Span Examined

Tracing criminal involvement and seriousness of the offenses over the 13-year span between the first group studied who were born in 1942, and the last group, born in 1955, the study said that comparison of the three groups revealed that overall rates of police contact did not increase from cohort to cohort as much as did rates of police contact for the more serious offenses such as assault, burglary, theft, and robbery. The percentage of police contacts involving these more serious offenses more than doubled between 1942 and 1955 for the age period between six and 17, and more than tripled for the age period 18-20.

The study said that delinquency among females increased from group to group even more than it did among males, regardless of the measure of frequency or seriousness employed.

The study said that during this period, the number of police officers patrolling Racine rose from 89 to 169, but this increase did not begin to match the increase in arrest rates in the community.

## Recommendations Made

Mr. Shannon made several recommendations, that focus on school, police, and juvenile court policies. In the police area, he called for continuation and expansion of street-level dispositions rather than arrest and referral to court. Counseling and release in most cases by the officer "is probably a wise policy because fewer youth are brought into the justice system, a step for which we see little evidence of positive results," Mr. Shannon said.

Copies of the executive summary are available from the Juvenile Justice Clearinghouse, National Criminal Justice Reference Service (NCJRS), Box 6000, Rockville, Maryland 20850. The full report is available on microfiche from NCJRS at a cost of \$18.



ctions are counterproductive.

# Research Briefs

## National Institute of Justice

### NIJ Advisory Board Appointed

The President has appointed 17 members of the NIJ advisory board, which convened for the first time on August 26-27 in Washington, D.C. At its initial meeting, the Board elected **Dean Wm. Roach**, commissioner, Pennsylvania Crime Commission, to be chairman of the board. **Frank Carington**, executive director, Victims' Assistance Legal Organization, was elected vice chairman.

Other Board members are:

**Donald Baldwin**, executive director of the National Law Enforcement Council, Washington, D.C., and government relations/public affairs consultant.

**Pierce R. Brooks**, consultant and author on law enforcement, formerly chief of police, Eugene, Oregon.

**James Duke Cameron**, justice, Arizona Supreme Court.

**Donald L. Collins**, attorney, formerly member of Alabama Legislature (1962-1966).

**Harold Daitch**, attorney, partner, Leon, Weill and Mahony, New York City.

**Gavin de Becker**, security and safety consultant, Las Vegas, Nevada.

**George D. Haimbaugh, Jr.**, David W. Robinson professor of law, University of South Carolina Law School.

**Samuel Hirsch**, member, New York State Assembly, attorney.

**Richard L. Jorandby**, public defender, Fifteenth Judicial Circuit of Florida.

**Kenneth L. Khachigian**, public affairs consultant, formerly special consultant to the President.

**Mitch McConnell**, county judge/executive, Jefferson County, Kentucky.

**Frank K. Richardson**, associate justice, California Supreme Court.

**Bishop L. Robinson**, deputy commissioner, Baltimore, Maryland, Police Department.

**James B. Roche**, Massachusetts State Police Force.

**H. Robert Wientzen**, manager, Field Advertising Department, Procter & Gamble.

Under the Justice System Improvement Act of 1979, the advisory board recommends policies and procedures to NIJ and advises on peer review procedures. Depending on the terms of their appointment, the board members will serve from one to three years.

### Attorney General Names New NIJ Director

James K. "Chips" Stewart, a special assistant to Attorney General William French Smith with wide experience in policing and research, was named acting director of the National Institute of Justice. He assumed his duties on August 30.

Mr. Stewart's appointment was announced by Deputy Attorney General Edward C. Schmults following the swearing in of NIJ Advisory Board members on August 26 at the

Justice Department. Mr. Schmults said the Attorney General has recommended Mr. Stewart to the President to be director of the National Institute of Justice. The White House anticipates that the President will announce the nomination in the near future.

In 1981, Mr. Stewart was selected as a White House Fellow and assigned as special assistant to the Attorney General. Before coming to Washington, Mr. Stewart served in the Oakland Police Department for 15 years. He served in patrol and was promoted up the ranks to sergeant in the Police Training, Re-

search, and Special Operations Unit and then to lieutenant, Commanding Personnel Section. In 1977, he was appointed commander, Criminal Investigations Division. During his police career, Mr. Stewart was involved in a number of research projects, both as a researcher and as a member of advisory panels guiding research design and implementation. The research covered a range of topics including juvenile diversion, pretrial release, programmed instruction for police officers, police booking procedures, and various aspects of the investigative process. Mr. Stewart was team leader on an Oakland research project that developed and field tested a job related, non-discriminatory physical performance test that became the standard for other departments in the state.

Mr. Stewart has been active nationally, working toward the integration of research results with police management practices. During the period 1973-1981, he was an instructor at San Jose State University and Merritt College and a lecturer at the Police Officers Standards and Training Advanced Management Conference.

Mr. Stewart received a bachelor of science degree from the University of Oregon and a master of public administration from California State University. He is a graduate of the Federal Bureau of Investigation's National Academy. In 1980, Mr. Stewart was named Police Officer of the Year by the Kiwanis Club.

### NIJ reports on justice research

Understanding crime, policing, the judicial process, and corrections are among the subjects covered in *Criminal Justice Research*, NIJ's biennial report to Congress. The report on the "state of justice research," mandated by the Justice System Improvement Act of 1979, summarizes two years of NIJ research and highlights related efforts by a variety of other agencies.

Research in the report ranges in scope from the causes and prevention of crime to police allocation of resources, adjudication, and sentencing.

Among the federal agencies whose support of criminal justice research is covered in the report are: the Departments of Education, Health and Human Services, Housing and Urban Development, Labor, Treasury, and eight offices of the Justice Department including the Bureau of Justice Statistics, National Institute for Juvenile Justice and Delinquency Prevention, and NIJ. Independent agencies whose work is also summarized are: the Federal Emergency Management Agency, the Federal Judicial Center, and the National Science Foundation.

*Criminal Justice Research—Biennial Report of the National Institute of Justice, Fiscal Years 1980 and 1981*, may be obtained from NIJ's National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. A limited number of copies are available.

## Visiting Fellowships open to researchers

NIJ Visiting Fellow Susan B. Long recently re-analyzed evaluations of two experiments sponsored by the Department of Labor, involving job training and financial assistance for ex-offenders. Her preliminary findings suggest differing effects of the programs depending on the client's age, criminal record, and employment history. In refining the original evaluation findings, Dr. Long used an innovative multi-dimensional analytic technique, a promising new tool for data analyses.

Dr. Long is a 1982-1983 Visiting Fellow at NIJ. She is one of more than 30 scholars who have participated in the program since it began in 1974.

The program seeks to elicit innovative approaches and creative ideas for improving the operation of the criminal justice system. Senior-level researchers, justice system professionals, and academicians are eligible for the research award.

NIJ is now accepting applications for the 1983-1984 fellowships. Fellows come to NIJ—located in Washington, D.C.—and work on their projects for periods of three to 15

months. The program provides a stipend, fringe benefits, and modest supplemental expenses.

Students seeking educational support are not eligible for the program.

Project periods and start dates are flexible but generally will not begin before July 1, 1983. Applicants should submit a 15 to 20-page preliminary proposal (eight copies) and a resume (eight copies). Letters of recommendation from three persons familiar with the applicant's experience also should be submitted. Submissions should be postmarked no later than November 15, 1982.

Preliminary proposals, resumes, and recommendation letters should be sent to the following address:

Visiting Fellowship Program  
National Institute of Justice  
633 Indiana Avenue, N.W.  
Washington, D.C. 20531

A brochure on the program is available from the NIJ/National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. Readers interested in applying for the program are urged to write for the brochure.

## ... in Progress

### Dealing with the dangerous defendant: what research can do

More aggressive policies, improved access to records, and better practices would aid at serious, repeat more complete use of existing information. Defendants with serious histories could be identified by their highest criminal records.

This was a key topic of a panel of experts convened by the Harvard University Center for the Study of the Criminal Justice System to discuss the subject of the dangerous defendant. In its report, the panel recommended research findings and issues on the topic be included in the agenda.

Among problems prevailing at the "front end" of the criminal justice system, the panel cited low clearance rates for violent crimes against strangers, saying these were least likely of all criminal cases to be solved. Incomplete records on adult offenders was another problem noted by the panel as well as administrative procedures that restrict or prevent access to juvenile records.

"There are a variety of feasible approaches for research on the dangerous defendant," said NIJ Research Programs Director Robert Burkhart. "At this stage of our research knowledge, the emphasis should be placed on identification of the high-risk offender and the related issues of enforcement and prosecution."

The panel said that studies should focus on how the criminal justice system treats highly active offenders and ways in which that treatment might be improved.

"Research has consistently documented the disproportionate amount of crime committed by a relatively few highly active offenders," said Project Director Mark Moore of Harvard. "As things stand now, we are more certain how dangerous offenders determine the shape of the crime problem than we are about their treatment by the criminal justice system."

An effective policy of selective targeting on serious offenders necessarily depends on reliable screening criteria, the panel noted. Parole

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guidelines, habitual offender statutes, sentencing guidelines, and career criminal prosecution units all use some form of screening mechanism. The panel recommended these mechanisms as candidates for evaluation that would assess their capabilities to distinguish high-rate from less active offenders.

Immediate improvements to existing screening criteria was another recommendation of the panel. Better tests would incorporate reliable measures of "serious" offense rates based on a weighting of offense severity. Improvements in the quality and quantity of information on defendants would further enhance the tests, strengthening their discriminating power.

Tools should be developed for assessing the actual practices of criminal justice agencies in targeting on active offenders, the panel said. In the area of law enforcement, for example, research could develop protocols for analyzing a department's investigative priorities and its clearance rates, assessing the degree of effort directed toward apprehension and the use of information about dangerous offenders.

Panel members also recommended special programs for improving the likelihood of apprehension, prosecution, and sanctioning of serious offenders. Experimental efforts in "field intelligence" and patrol observations of serious offenders; use of police officers as "sureties" in bail proceedings or as adjunct parole and probation officers; evaluations of bail guidelines, habitual offender statutes and similar screening mechanisms; and improved presentence reports were among the suggestions by the members. Procedures should be developed that facilitate

forms of incapacitation for less dangerous offenders also should be explored. Such studies would focus on the feasibility of house arrest or intensive forms of probation as ways of reducing the risk of criminal activity.

In addition to the report setting forth the research agenda, a compendium of papers presented at the conference is also being prepared. Now in the final stages of preparation, the documents are slated for publication by the end of this year.

## Youths and adult addicts: research explores relationship between drug/alcohol abuse and crime

Drug addiction has long been considered a contributing factor to criminality. Now there is growing evidence that severe drug abuse exerts an overwhelming influence on criminal behavior.

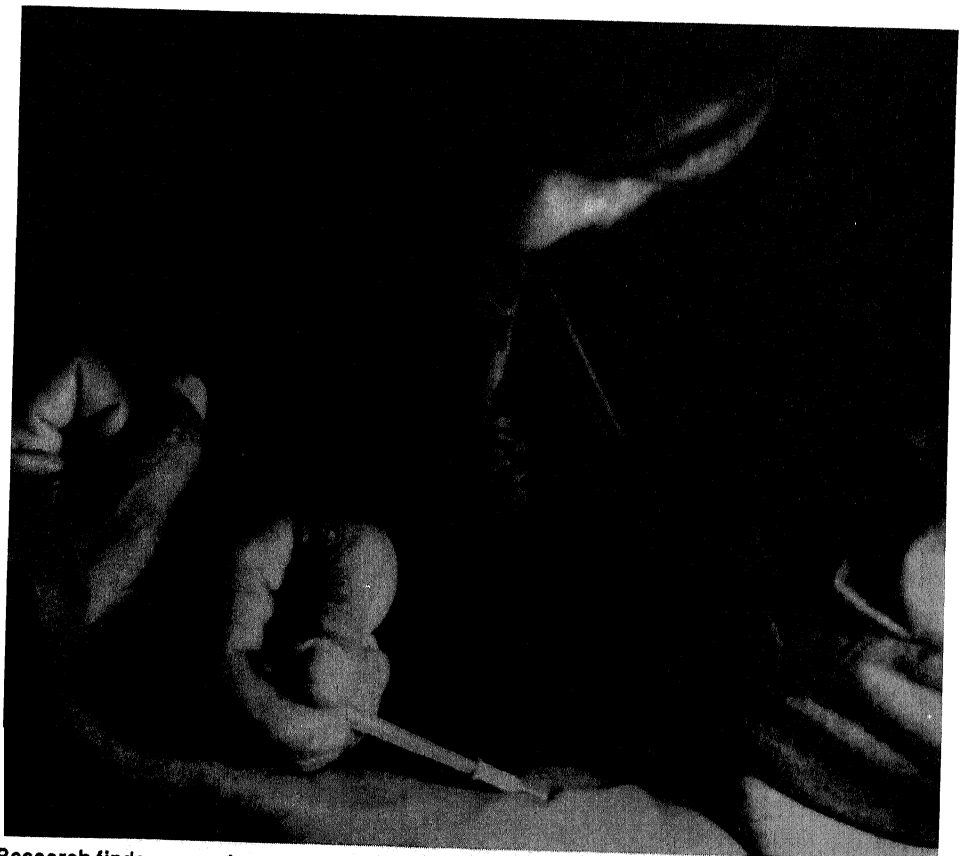
By their own accounts, the amount of crime committed by heroin addicts is staggering:

- Among a sample of 243 Baltimore addicts, daily heroin users reported spending 85 percent of their "at risk" (not confined) time in criminal activity, compared to 50 percent of "at risk" time for moderate users and 15 percent for the least addicted.

- In a study of California inmates, heroin addicts reported an average of 177 property crimes a year, compared to 20.5 property crimes for non-drug offenders.

Heavy drug addiction and high levels of criminal activity: the relationship seems clear, indeed pronounced, at these extremes of deviant behavior.

How and when does this behavior pattern begin? What is the sequence of factors and how do they influence one another? To address these questions, the focus necessarily shifts from the adult addict to



Research finds severe drug addiction linked to high levels of criminality.



the formative period of adolescence. Here, however, the relationship between drug use and criminality is not as clear:

- Among a national sample of 1,700 youth, the highest levels of alcohol use, marijuana, and "other" drug use were reported by youngsters who also committed at least one serious offense yearly for four or five consecutive years. However, even higher levels of delinquency were reported by other groups in the sample who also experienced problems with substance abuse.

Unlike the adult addicts, no one group exhibited correspondingly high levels of drug abuse and criminality. For these youth, the link between substance abuse and delinquency is evident, but the nature of the interaction is not clearly understood.

#### **'Yule City' and East Harlem**

How and why youngsters become involved in crime and substance abuse and why they continue or cease their involvement are part of an NIJ-sponsored research inquiry. The research also focuses on the role of drugs and alcohol among adult offenders. This comprehensive effort to improve understanding of the basic research issues is being carried out by the Interdisciplinary Research Center for the Study of the Relations of Drugs and Alcohol to Crime, under the direction of Dr. Bruce Johnson.

Now in the early stages of its investigation, the Center has selected two study targets: a sample of youth in "Yule City," a northeastern metropolitan area representative of urban America, and a sample of hardcore addicts and alcoholics in East Harlem, New York.

Complementing this interdisciplinary effort is previous NIJ-sponsored research on drugs and crime, some of it supported jointly with the National Institute on Drug Abuse. Findings from these studies will be integrated into the products of the Center's work along with new studies that will build upon and update previous research findings.

Are addicts more likely to commit crimes while they are on a "high" or while they are in the grip of a withdrawal? This and related questions

concerning the role of drugs and alcohol in criminal activity will be addressed in the Center's project in East Harlem. Although the need to obtain a "fix" for withdrawal pains is the usual explanation for addicts' criminal activity, it also may be the case that drugs are part of a broader criminal lifestyle in which crime, too, affords a "high." Finding out which of these motives prevails would ultimately affect treatment approaches.

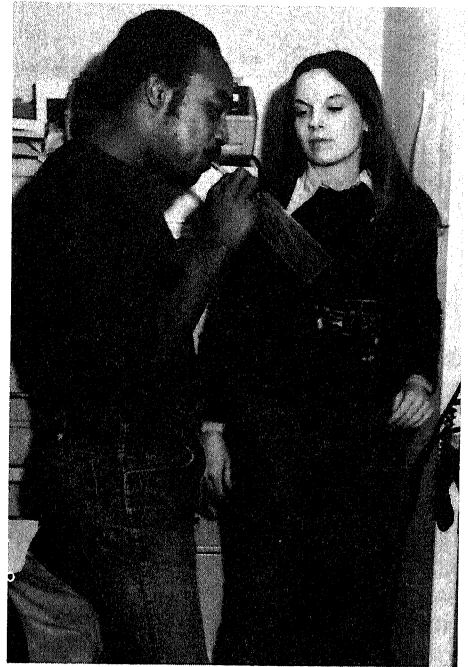
At the East Harlem site, researchers will interview addicts, examining their criminal behavior and probing their motives and perceptions of how opiates contributed to their criminal activity. Whether the addicts were being treated at the time, and what impact the treatment had on their behavior also will be examined by the research team.

Alcohol abuse is another subject of the Center's research. Known to account for a higher level of assaultive behavior than drug-related crimes, alcohol abuse also may exert different influences on criminal behavior. As part of the study at East Harlem, the distinguishing characteristics of alcohol abuse and its relationship to crime will be explored. Among the questions to be addressed by the research team: Were offenders intoxicated at the time of the crime? If so, would the crime have occurred despite the alcohol?

#### **Addicts and Their Crimes**

In addition to these studies by the Center's staff, other researchers will contribute data on adult drug offenders. For example, the Rand Corporation will provide data on levels of criminal activity and levels of drug use among career offenders, drawn from their extensive research on criminal careers for NIJ. These data, obtained from the self-reports of inmates in California, Michigan, and Texas, afford an additional resource for exploring criminal motivations.

Already, Rand's analyses have revealed some striking differences between addicted and non-drug offenders. Among California inmates, daily users of heroin reported an average of 177 property crimes a year,



Known alcohol addicts will be questioned about their criminal activities in NIJ study.

versus 20.5 property crimes for non-drug offenders. Daily heroin users in Michigan committed 102.9 property crimes a year versus 41.1 for non-drug offenders, and severe addicts in Texas reported 190 property crimes a year versus 23 property crimes for non-drug offenders. Equally significant were the contrasting rates for theft, which other than drug dealing, was the highest ranking crime among addicts. In Michigan and California, crimes of theft were roughly four and 10 times higher, respectively, for active heroin users versus non-users, and in Texas equivalent rates were 15 times higher—a difference of 107.7 days of theft a year compared to 7.7 days for drug-free offenders.

Other research tends to corroborate these findings. A District of Columbia study, funded jointly by NIJ and the National Institute on Drug Abuse, and conducted by the Institute for Law and Social Research, found that drug arrestees were more likely than non-users to have been charged for property crimes rather than violent offenses. Similarly, in a study by NIDA of 243 Baltimore addicts, property crimes exceeded violent crimes and, once again, theft topped the list.

Viewed as a whole, the criminal activity of the Baltimore addicts was extremely high—averaging 248

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days of crime a year for the entire sample and occurring every day of the year for 9.5 percent of the sample. Equally significant in terms of treatment potential and influence on criminality was the dramatic decrease in criminal activity when drug use abated: Diminished drug addiction was accompanied by an 84 percent decline in crime rates.

These parallel fluctuations in drug addiction and criminal activity were uncovered over an 11-year period of study by a research team headed by Dr. John Ball, whose research has been incorporated into the early efforts of the Center. The long-term nature of the study afforded the detection of these significant behavioral changes. Similar insights are expected from the sequence of interviews of "Yule City" youth, one of two samples in the drug/crime research by the Interdisciplinary Center. During the study period the youngsters' drug and delinquency behavior will be monitored from onset through development to track the key changes in involvement.

## The Sequence of Drugs and Delinquency

Preliminary analysis from the first battery of "Yule City" interviews shows delinquency tending to decline as youngsters reach age 16. Not only are they concerned about stiffer sentences in adult courts, they also are responding to other age-related changes in their status, including the right to drive, to drop out of school, and to leave home.

Data on substance abuse by "Yule City" youth is still being analyzed, precluding correlations with delinquency behavior for now. However, earlier research shows that the relationship between delinquency and drugs is complex and—at present—inconclusive as well. Dr. John Huizinga of the Behavioral Research Institute, who analyzed a national sample of 1,700 youths, found that the highest levels of delinquency were not necessarily exhibited by the heaviest users of substance abuse. His NIDA-sponsored

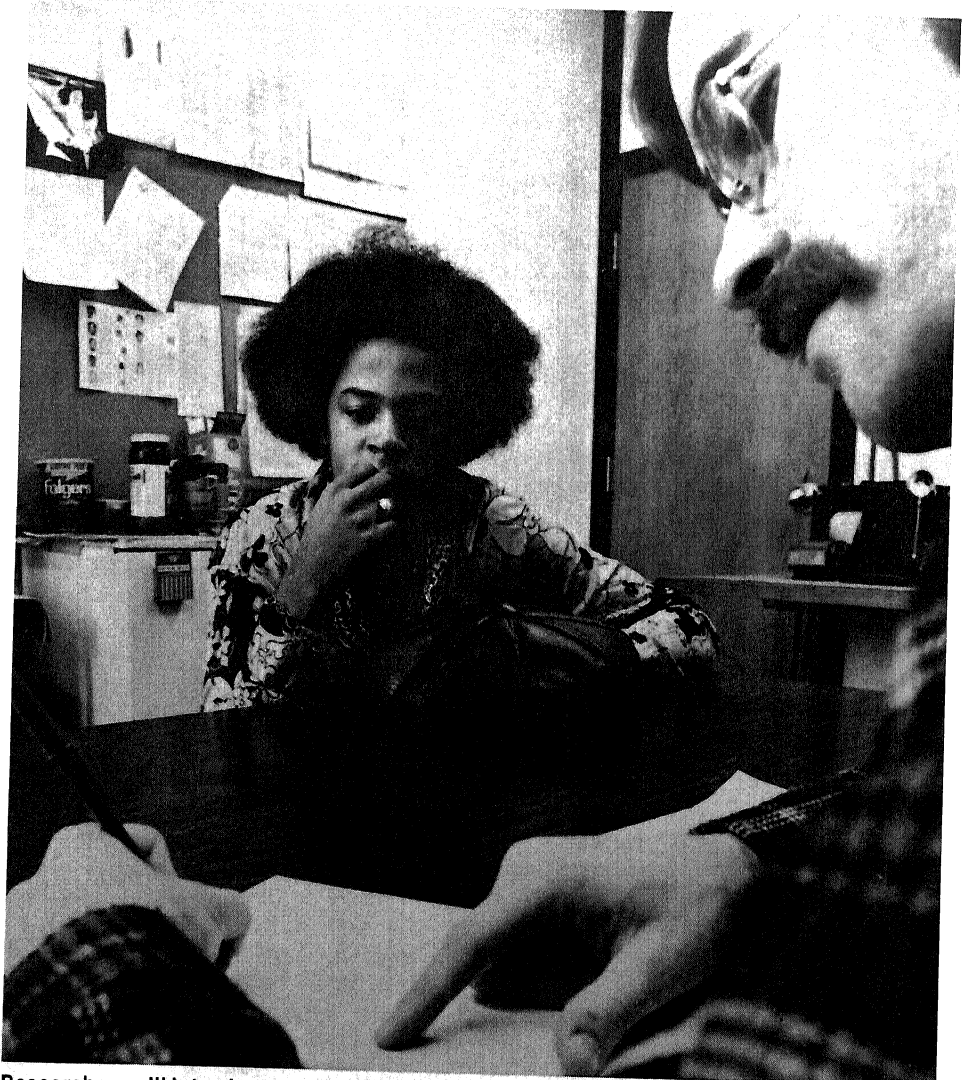
analyses also showed that drug abuse continued beyond the delinquents' careers. Although drugs, alcohol and nonopiate substances played a role in delinquency and were, in fact, a frequent adjunct to lawlessness, they were not necessarily the compelling cause for the youngsters' behavior.

As part of the Center's research on drug/crime relationships, Mr. Huizinga will reexamine the most serious cases in the national sample, tracking drug use and criminal behavior over a five-year period as the youngsters move into adulthood. By focusing on this smaller portion of the national sample, the analysis will attempt to clarify relationships between high levels of criminal activity and of drug use.

Complementing this analysis is the Center's examination of "Yule City" subjects, one group a representative sample of the general ur-

ban population and the other group exhibiting higher delinquency rates than the overall youth population. Comparison of the two groups—each sample sufficiently large to obtain reliable results—should yield a clearer picture of how drugs and crime interrelate in the lives of both normal and criminally involved youth.

In addition to research on basic issues involving drugs and crime, NIJ has supported studies of drug treatment in conjunction with NIDA. Current efforts involve two drug treatment programs. In addition to tracking the progress of 14,000 clients in the programs and upon their return to their communities, data also are being collected on their involvement with the criminal justice system. The resulting information should provide a rich resource for future studies on drug abuse and crime.



Researchers will interview normal and criminally involved youngsters.

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**Oct. 18-Nov. 12:** 34th School of Police Supervision, Dallas, Texas, sponsored by the Southwestern Legal Foundation. Contact: Southwestern Legal Foundation, University of Texas, P.O. Box 707, Richardson, Texas 75080, 214/690-2377.

**Oct. 21-24:** Investigative Hypnosis Seminar, Washington, D.C., sponsored by the Law Enforcement Hypnosis Institute. Contact: Dr. Martin Reiser, Law Enforcement Hypnosis Institute, Inc., 303 Gretna Green Way, Los Angeles, Calif. 90049, 213/476-6024.

**Oct. 22-23:** Eighth Annual Meeting of the Northeastern Association of Forensic Scientists, Albany, N.Y. Contact: R. C. Herrmann, c/o New York State Police Headquarters Crime Laboratory, State Campus, Bldg. 22, Albany, N.Y. 12226, 518/457-1208.

**Oct. 25-Nov. 5:** Police Executive Development Institute, University Park, Pa., sponsored by The Pennsylvania State University. Contact: James R. Horner, Director, Police Executive Development Institutes, S159 Human Development Bldg., The Pennsylvania State University, University Park, Pa. 16802, 814/863-0262.

**Oct. 27-29:** Psychological Screening of Police Officers; **Nov. 8-19:** At-Scene Traffic Accident Investigation; **Nov. 14-19:** DWI Instructor Course; **Nov. 29-Dec. 10:** Advanced Traffic Accident Investigation; and, **Dec. 1-3:** Police Internal Affairs Seminar, all held in Jacksonville, Fla., and sponsored by the Institute of Police Traffic Management. Contact: IPTM, University of North Florida, 4567 St. Johns Bluff Rd., S., Jacksonville, Fla. 32216, 904/646-2722.

**Nov. 1-5:** Terrorism & Hostage Negotiations; **Nov. 8-12:** Analytical Investigation Methods and Advanced Patrol Techniques; **Nov. 8-19:** Criminal Investigations; and **Nov. 22-24:** Law Enforcement Budgeting, all held in Atlanta, Ga., and sponsored by the Georgia Police Academy. Contact: Ms. Tobie Oliver, Registrar, Georgia Police

Academy, P.O. Box 1456, Atlanta, Ga. 30371, 404/656-6105.

**Nov. 1-5:** Managing the Internal Affairs Function, Savannah, Ga., and **Nov. 13-18:** IACP Annual Conference, Atlanta, Ga., sponsored by the International Association of Chiefs of Police. Contact: International Association of Chiefs of Police, Professional Development Division, Eleven Firstfield Rd., Gaithersburg, Md. 20878, 800/638-4085.

**Nov. 1-5:** Burglary and Armed Robbery Prevention; **Nov. 15-19:** Loss Prevention for Commerce and Industry; and, **Nov. 20-Dec. 10:** Crime Prevention Technology and Programming, all held in Louisville, Ky., and sponsored by the National Crime Prevention Institute. Contact: Admissions, National Crime Prevention Institute, University of Louisville, Shelby Campus, Louisville, Ky. 40292, 502/588-6987.

**Nov. 1-5:** Police Executive Development Seminar, and **Dec. 6-17:** Supervision of Police Personnel, both held in Evanston, Ill., and sponsored by The Traffic Institute. Contact: Registrar, The Traffic Institute, Northwestern University, 555 Clark St., P.O. Box 1409, Evanston, Ill. 60204, 312/492-7245.

**Nov. 2-5:** First Inter-American Congress of Forensic Sciences, Sacramento, Calif., sponsored by the Pan American Association of Forensic Sciences. Contact: John D. DeHaan, President, First Inter-American Congress of Forensic Sciences, P.O. Box 13337, Rm. 237, Sacramento, Calif. 95813, 916/322-3968.

**Nov. 4:** Psychology of Adolescent Development, and **Dec. 1-3:** Institute for Executive Directors of Nonprofit Human Service Organizations, both held in Eastern, Mass., and sponsored by the Juvenile Justice Management Training Program. Contact: JJMT, P.O. Box 348, Back Bay Annex, Boston, Mass. 02117, 617/267-1573.

**Nov. 4-6:** 34th Annual Meeting of the American Society of Criminology, Sher-

aton Centre, Toronto, Ontario, Canada. Contact: Sarah Hall, ASC, 1314 Kin-near Rd., Columbus, Ohio 43212, 614/422-9207.

**Nov. 5-7:** Child Sexual Abuse: Investigation and Initial Management, and **Dec. 3-5:** Child Sexual Abuse: Treatment for the Victim, Offender, and Family, both held in West Hartford, Conn., and sponsored by the Saint Joseph College Institute for the Treatment and Control of Child Sexual Abuse. Contact: Sister Marjorie Fallon, Administrator, Saint Joseph College Institute for the Treatment and Control of Child Sexual Abuse, West Hartford, Conn. 06117, 203/232-4571, ext. 217.

**Nov. 7-10:** Applying Organization Theory to the Design and Operation of State Court Systems, San Diego, Calif.; **Nov. 14-17:** Appellate Court Administration, Alexandria, Va.; and **Dec. 5-10:** Juvenile Justice Management, Snowmass, Colo., all sponsored by the Institute for Court Management. Contact: Institute for Court Management, 1624 Market St., Suite 210, Denver, Colo. 80202, 303/534-3063.

**Nov. 10-13:** 4th Annual Conference, "Women and Work," New York City, sponsored by Women In Crisis, Inc. Contact: Women In Crisis, Inc., 37 Union Square West, New York, N.Y. 10003, 212/242-3081.

**Nov. 15-17:** Insurance Fraud Workshop, Arlington, Va., sponsored by the American Society for Industrial Security. Contact: Lewis C. Schneider, ASIS, 2000 K St., N.W., Suite 651, Washington, D.C. 20006, 202/331-7887.

**Nov. 29-Dec. 3:** Metropolitan Areas and Serious Juvenile Crime, Phoenix, Ariz., sponsored by the National College of Juvenile Justice. Contact: National College of Juvenile Justice, P.O. Box 8978, Reno, Nev. 89507, 702/784-6012.

**Dec. 5-8:** Terrorism in the 1980s, Las Vegas, Nev. Contact: Dr. Richard W. Kobetz & Associates, Ltd., North Mountain Pines Training Center, Route Two, Box 342, Winchester, Va. 22601, 703/662-7288. ■

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# people people people people

**Sue Dosal**, senior staff attorney with the National Center for State Courts' North Central Regional Office in St. Paul, Minnesota, has been named state court administrator of Minnesota.

During her five years with the National Center for State Courts, Ms. Dosal directed numerous projects involving personnel management and classification, courthouse facilities, jury utilization, and caseload management.

Ms. Dosal was formerly staff director of the Florida legislature's Joint Select Committee on Judicial Personnel. She also has held the positions of deputy state court administrator of Florida, visiting faculty member of Florida State University College of Law, and staff member of the Institute for Court Management.

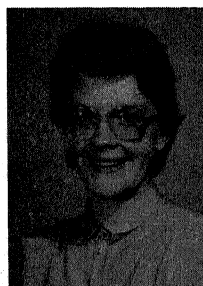


**Charles E. Nay**, associate director of the Texas Center for the Judiciary, Inc., Austin, Texas, has been elected president of the National Council for Judicial Planning (NCJP).

**Suzanne H. James**, court planner for the District of Columbia courts, was elected vice president.

Mr. Nay was vice president of NCJP from 1981 to 1982. He has served as administrative director of the Texas Judicial Coordinating Committee and worked in the trial courts for 11 years.

Mr. Nay also helped establish and direct the Texas Association for Court Ad-



ministration.

Ms. James has been active in NCJP since 1980. She worked for several years with the former Law Enforcement Assistance Administration in New York City and Washington, D.C.

**William J. O'Rourke** has been appointed executive director of the Delaware Justice Planning Commission.

Prior to his present appointment, Mr. O'Rourke was secretary of the Delaware Department of Public Safety. He recently retired from that position. He also has served as a captain in the New York City Police Department.

Mr. O'Rourke received bachelor's and master's degrees from the John Jay College of Criminal Justice in New York City.

